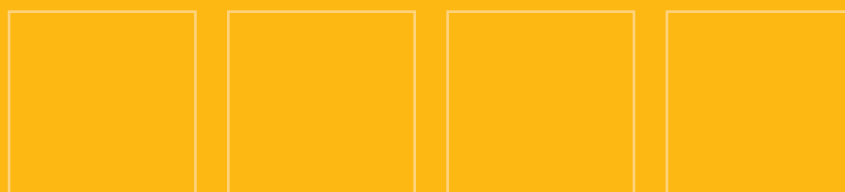




Supraregional Partnerships

A MORO research field



“Spatial planning pilot projects” (MORO) is a research programme of the Federal Ministry of Transport, Building and Urban Development, supervised by the Federal Institute for Research on Building, Urban Affairs and Spatial Development at the Federal Office for Building and Regional Planning.

Foreword

Even before the project had ended, it had become apparent that it would be better to talk of “large-scale communities of responsibility” rather than “supraregional partnerships”. It is true that the cooperation areas of all pilot regions cross the boundaries of previous (regional) collaborative schemes and (administrative) district boundaries, and the majority of them even cross federal state boundaries. But in principle these new cooperation areas also act as regions. For this reason, the term “large-scale community of responsibility” or “urban-rural partnership” is a much better expression of the guiding objective of this form of collaboration, namely to unleash synergies for growth and innovation in urban and rural sub-regions through the collaborative assumption of responsibility for the future.

Dear reader,

The “Supraregional Partnerships” pilot project has come to an end, and if we look back over the last three years we can say that the project has, on the whole, been successful. It all started with a mandate arising from the 2006 Concepts and Strategies for Spatial Development in Germany – namely to strengthen the partnership and responsibility principle in the metropolitan regions as a bottom-up process, to quote the text. It mentioned pilot projects as an important support instrument. This mandate has been fulfilled, and my thanks go to all those who contributed to the success of the project – the regional players in the pilot regions, the project management team and all other interested parties.

We have all learnt a lot in the past few years. The most important finding is that urban-rural partnerships are possible in large-scale contexts and constitute a targeted strategy going spatially way beyond collaborative schemes between cities and their rural-urban fringe. We are talking here about more than urban-rural relationships, which, although they form the basis, can develop into a sustained partnership by means of a suitable form of governance. Of key importance was the work in projects on diverse topics, because this ensured that regional requirements were addressed and that the potential of the regions to contribute to the objectives of the projects was exhausted.

What findings did the pilot project produce? Solving common problems is a driving force of cooperation, but it will not work without dedicated

players. Here, players from different backgrounds – government and public authorities, industry and civil society plus trade associations – should be involved. It is true that it is not easy to integrate and satisfy their divergent ideas. However, if there is a high degree of trust among the players, this diversity can have the effect of advancing the project. In addition, time is required, because the pilot project brought together players and sub-regions that had previously never collaborated. Trust can be built up by initially addressing issues that all parties view positively, i.e. win-win situations. Issues that also involve conflict should not be addressed until later. The objective, however, should always be that all sub-regions can contribute their potential and can also benefit from the outcome. For this reason, a common vision or agenda is important. Urban-rural partnerships should comprise many projects – on the one hand to involve as many different players as possible, and on the other hand to be able to compensate for less successful projects, especially at the start of a partnership. In a phase of experimentation, it is apparent that successful projects can boost motivation, so that new project ideas are produced. At the same time, this also attracts political attention, for instance at federal state level, which is especially important to the success of a project. There is another important point. Partnerships of this nature only work as bottom-up processes. The ideas have to come from the regions themselves. Here, it is important that all players collaborate on equal terms – irrespective of their spatial origin and professional background.

The pilot project can be credited with having helped to shape the debate at EU level on functional regions, which include urban-rural partnerships. The European Commission’s conclusions on the Fifth Cohesion Report explicitly mention these regions. It is thus to be hoped that this issue will find its way into the new Structural Funds regulations and become eligible for funding.

The pilot project is now also coming to a close in the regions. But that is not the end of the matter. The follow-on project entitled “Urban-Rural Partnerships: large-scale – innovative – diverse” will be launched in the early summer of 2011. With this project, we want to support the regions in placing the idea of large-scale urban-rural partnerships on a permanent basis. The pilot regions that have existed so far showed a great willingness to actually do this. None of us could have wished for a better outcome.

Yours,



Rupert Kawka

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04	MORO Background and Objectives
05	The Pilot Regions at a Glance
06	Key Success Factors
07	Selected results with examples
07	Regional scenarios and variable geometry
09	Organization and project orientation
12	Motives, functions and contributions of the sub-regions
15	Action areas and players in large-scale communities of responsibility
19	Looking Ahead
20	Publication Data

MORO

Background and Objectives

New challenges, such as those resulting from the consequences of the onward march of globalization, demographic change, climate change or the increasing scarcity of natural resources, have in recent years also led to political strategies being adapted in spatial development policy at European and national level. In particular, the most recent phase of globalization and the emergence of the knowledge economy and the service economy are bringing about processes of transformation in the existing urban system and spatial structures. Thus, on the one hand, regions with strong economic activity are arising around “growth centres”, embedded in social and economic networks. And on the other hand there are regions that remain cut off from the economic dynamism and whose chances of inclusion and participation are steadily declining. A changing environment and fiercer competition to attract investment are thus resulting in greater division of labour as well as in growing interdependencies between cities and their surrounding regions. Growth opportunities are being spatially redistributed, with metropolitan regions and city-regions becoming more important.

In German spatial planning policy, these trends have, since the mid-1990s, led to the recognition of eleven metropolitan regions. Metropolitan regions, as “engines of economic development”, have a major role to play in spatial development and in boosting Germany’s competitiveness. At the same time, there arose the challenge of dovetailing the concepts of metropolitan regions,

growth centres and public service hubs, thereby enabling all regions to participate in the economic upturn. This has to be fleshed out and implemented at the level of the federal states and regions on the appropriate scale. The metropolitan regions are ideal locations for making use of the cooperation and linkages between city-regions/cities and rural areas and between various players from the public and private realms, thereby strengthening the development of the regions in Germany.

The “large-scale community of responsibility” strategic approach

The Federal Government’s and federal states’ spatial planning policy has risen to this challenge and adopted the strategic approach of the “large-scale community of responsibility” between cities, metropolitan regions and rural growth regions plus peripheral and less favoured regions. In doing so, it has generated an innovative instrument of a spatial planning policy geared towards development and balance. In a cooperative partnership between these structurally and economically different types of region, all sub-regions are to contribute towards boosting growth and innovations on the one hand and consolidating internal cohesion on the other hand. Associated with this is the aspiration to enable all regions – the more prosperous and the less prosperous – to identify, pool and interlink their potential. This is designed to boost the international competitiveness of the metropolitan regions, including their adjacent areas. In addition, the creation

of links between peripheral rural areas and the metropolitan regions and other growth centres and the establishment of collaborative schemes is designed to promote sustainable and balanced spatial development.

There was no practical experience regarding the robustness of this initially theoretical approach. For this reason, the “Supraregional Partnerships” pilot project was launched with the following aims:

- ▶ make the opportunities as well as the requirements of the strategic approach of the large-scale community of responsibility transparent, understandable and thus transferable by means of concrete practical examples;
- ▶ gain evidence on necessary adjustments to the strategy and trial implementation methods on a pilot basis;
- ▶ generate blueprints and partnerships that both generate growth and innovative capacity for the region as a whole and promote in an optimum manner the contribution to the development of all sub-regions in accordance with their individual starting position.

The Pilot Regions at a Glance

Northern Germany – Hamburg Metropolitan Region Large-Scale Partnership

- ▶ Hamburg metropolitan region and further sub-regions in Schleswig-Holstein and Mecklenburg-Western Pomerania
- ▶ Wide range of projects, including clustering, logistics, maritime industry, training

Collaboration and Linkages in the North East

- ▶ Berlin, Brandenburg, parts of Mecklenburg-Western Pomerania
- ▶ Intensified collaboration in selected sectors, provision of links between the Baltic Sea ports and their hinterland, strengthening the skills base

Central Germany Metropolitan Region

- ▶ Various collaborative schemes within city-regions (e.g. Chemnitz-Zwickau economic region), the partnership between the cities of Chemnitz, Dresden, Halle, Leipzig and Zwickau within the framework of the former Saxon Triangle metropolitan region and the collaboration between the Saxon Triangle and the higher-order centres of Saxony-Anhalt and the string of cities in Thuringia
- ▶ Industry-academia linkages, skilled labour strategy and family friendliness

Knowledge • Cooperation • Innovation

- ▶ Frankfurt/Rhine-Main – Central Hesse – Rhine-Neckar – Western Palatinate
- ▶ Formation of and linkages between knowledge clusters, especially life sciences

European Metropolitan Region of Nuremberg

- ▶ Greater Nuremberg with a population of 3.5 million
- ▶ Highlights include “Regional Energy Cluster” and „Regional Economic Cycles“
- ▶ Creating linkages between the national parks and raising their profile

Stuttgart Metropolitan Region

- ▶ Stuttgart region and regional associations of Heilbronn-Franconia, Eastern Württemberg, Neckar-Alb, Northern Black Forest

- ▶ Widening the regional development strategy to cover the cooperation area
- ▶ Logistics

European Cross-Border Area of Lake Constance

1. Area covered by the International Lake Constance Conference with sub-regions in Germany, Switzerland, Austria and Liechtenstein
- ▶ Establishment of cross-border regional governance and transition to a division of labour based on functional spaces

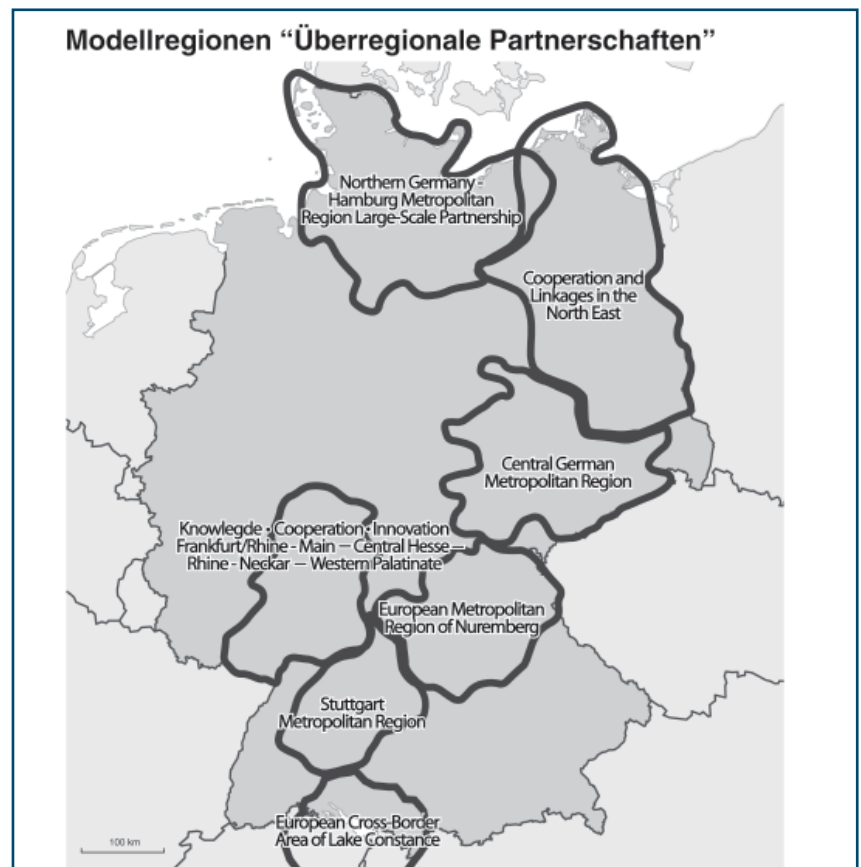


Figure 1: MORO Supraregional Partnership pilot regions

Key success factors

“Within a project lifetime that was short for this ambitious task, we have provided a major impetus to supraregional cooperation between metropolitan regions and rural areas.”

Minister-President Peter Harry Carstensen in his welcome address at the closing event: MORO “Supraregional Partnerships – Innovative Projects on City-Region Collaboration, Linkage and Common Large-Scale Responsibility” in Hamburg on 17 and 18 June 2010

All the pilot regions participating in MORO stated that they had benefited from the collaboration and that they would continue the work launched in around 40 stand-alone projects. Given the difficult remit, which entailed a lot of effort, this alone is an impressive success of a pilot project as part of a spatial planning action programme. It confirms that the strategy of the Large-Scale Community of Responsibility can play a major role in ensuring the sustainability of all sub-regions through spatial planning.

Implementation and project orientation

A major success factor was the clear implementation and project orientation, which ensured the active participation of all partners from the outset and illustrated the benefits of collaboration at an early stage.

Equal terms

It was possible to convincingly overcome the divide between urban and rural areas as well as between rural areas and metropolitan regions. The crucial factor was that all sub-regions were able to contribute their interests to the collaborative activities in a transparent manner and on equal terms.

Industry involvement

One of the special qualities of MORO is the involvement of industry, which was consistently sought. The private sector was involved in all pilot regions and in numerous project contexts, and showed a high degree of commitment. The joint development of regional economic and innovation potential was, and still is, a key factor motivating collaborati-

on. MORO has thus promoted a new partnership in regional development policy.

Political legitimisation

Given the great effort involved in launching the project, it is absolutely essential that regional collaborative schemes are given the full backing of leading politicians. Thus, in MORO, an appropriate declaration by the political leaders of all partners was a prerequisite of recognition as a pilot region.

Flexibility and individuality

Another success factor has been the flexibility that gives the regional players great leeway in achieving their individual project objectives. This applies both to the construction of regional scenarios and to the development of the organizational structure and the definition of major action areas.

Sustainability in Europe

Both the EU Member States and the European Commission emphasize that urban-rural partnerships are a major approach for strengthening the spatial cohesion of Europe and thus for implementing the Territorial Agenda. Due regard must therefore be paid to urban-rural partnerships as an integral component of cohesion policy when recasting European structural funding. Thus, the MORO approach can certainly also be seen as a European pilot project, especially since the cooperation in almost all pilot regions does not come to a stop at national borders.

Regional scenarios and variable geometry

In the spatial delimitation of large-scale communities of responsibility, traditional commuter or settlement patterns are of secondary importance. The focus is more on possible localization advantages, economic and knowledge-based interdependencies plus “soft” factors such as image, political clout or options for a personal exchange of information and experience.

When answering the research questions, it has to be borne in mind that the MORO pilot regions – with the exception of the European Metropolitan Region of Nuremberg – in their present form have a very short history, in other words they are genuinely “pilots” and were not able to draw on in-depth analyses as they emerged. This applies not least to the spatial configuration of the large-scale communities of responsibility, which was defined by the pilot regions themselves. On this basis, the following initial conclusions can be drawn on the spatial characteristics of large-scale communities of responsibility:

- ▶ The regional scenarios of the cooperation areas go significantly beyond the configuration of previous regional collaborative schemes. This in no way results in a challenge to previous spatial boundaries.
- ▶ All cooperation areas ignore familiar and customary regional boundaries, thereby defining new regions. In many cases, federal state borders are crossed.
- ▶ The cooperation areas differ from metropolitan regions in that they deliberately extend collaboration to cover the rural areas far away from the metropolitan regions. Here, too, the European Metropolitan Region of Nuremberg is an exception, because it already includes peripheral, semi-rural and rural areas in its spatial configuration.

The answer to the question as to whether collaborative schemes with such spatial dimensions have a promising future has to be provided by the substantive findings of the projects. Here, the crucial factor is not so much the size of the

region as a whole but more the synergy potential inherent in the sub-regions.

Variable geometry

Large-scale communities of responsibility can certainly not address all issues in the region as whole in equal measure. The large-scale configuration of these communities of responsibility and the large number of existing socio-economic linkages mean that there is a multiplicity of starting points for cooperation with a wide range of partners. To make use of these starting points in such a way as to meet requirements, the principle of “variable geometry” has proved useful during the pilot project. In this context, however, a distinction has to be made between two different objectives:

1. Large-scale communities of responsibility are an excellent platform (catalyst, organizer, service provider) for thematically and spatially varied project partnerships within a region as a whole = intraregional variable geometry.
2. Large-scale communities of responsibility are, by their very nature, tailor-made for practising thematic collaborative schemes with other partners – including schemes with an international/“global” dimension – beyond their defined cooperation area = supraregional variable geometry.

Seen in this way, the principle of variable geometry is of particular significance for concrete project-related cooperation between large-scale communities of responsibility. Nevertheless, clear spatial delimitation of a cooperation area or “strategy area” remains an indispensable element for the identity of the

partnership.

In this spatial delimitation, traditional commuter or settlement patterns are of secondary importance. The focus is more on possible localization advantages and synergies through economic and knowledge-based interdependencies plus “soft” factors such as image, political clout or options for a personal exchange of information and experience.

Against this background, large-scale communities of responsibility can be seen as long-term “strategic networks” whose members are given more or less great scope through the organization of the network relations, while at the same time committing themselves to a joint framework for action (in the sense of a strategic vision or strategic objectives).

As strategic networks, large-scale communities of responsibility need to be structurally and culturally integrated into their spatial environment. This requires not only clear spatial delimitation but also efficient network management.

These communities of responsibility are also becoming increasingly important with regard to the international interdependencies and the need for cooperation that transcends the borders of the Federal Republic of Germany. This is the second aspect of variable geometry. Here, too, the partnerships have to be able to develop thematic collaborative schemes with partners outside their cooperation area in a flexible and event-driven manner.

The “Northern Germany Large-Scale Partnership”, the “Central Germany Metropolitan Region” and the “European Metropolitan Region of Nuremberg” offer practical examples of the way in which the principle of variable geometry and large-scale communities of responsibility is applied.

Practical examples of variable geometry

Northern Germany – Hamburg Metropolitan Region Large-Scale Partnership (MORO North)
Practical example – life sciences

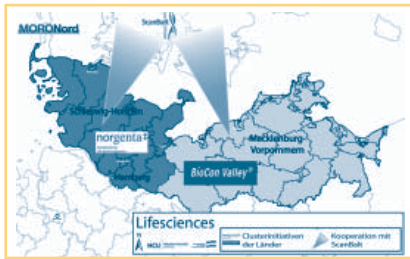


Figure 2: Regional scenario and variable geometry

One example of a thematic collaborative scheme with other partners that goes beyond the defined cooperation area is the pilot project entitled “Northern Germany – Hamburg Metropolitan Region Large-Scale Partnership” with its “Life Sciences” project. The project activities have resulted in the desired intensification of cooperation in the north of Germany and in concrete positive developments in the life sciences cluster: existing platforms, especially in the field of marketing, can be used jointly and thus more effectively, and the more broadly based linkages open up new options for interregional collaboration. In this way, at the strategic level, and supported by the pilot project, both the cooperation between Norgenta and BioCon Valley and the professional exchange of ideas and experience in the European network of Baltic rim countries (ScanBalt) have been significantly intensified.

Central Germany Metropolitan Region
Practical example: Academia-industry linkages



Figure 3: Regional scenario and variable geometry

Innovative products and processes require a continuous and, in most cases, personal exchange of experience and information. The Central Germany Metropolitan Region has comprehensive competencies in industry and academia which, in the past, have mostly been presented and marketed at the sub-regional level. Within the framework of the large-scale community of responsibility, a project has been launched that displays these competencies in a web-based interactive scheme and presents them in a supraregional context on a joint Internet platform. This has created an essential foundation for developing and supporting new partnerships between businesses, institutions of higher education and research establishments both within the region as a whole and beyond.

European Metropolitan Region of Nuremberg
Practical example: Everything except the sea and high mountains: the green metropolitan region

The European Metropolitan Region of Nuremberg is basing its development strategy on three pillars: internationality, creativity and quality of life. The quality of life in the region is extremely high, both in the subjective opinion of the people who live there and objectively using benchmarks such as environmental quality, the cost of living, the range of cultural attractions and leisure facilities, the labour market, mobility, et al. This is due, among other things, to the polycentric structure of the region. What is also important, however, is the potential inherent in the natural landscape, which is reflected in a large number of nature parks. The project entitled “The Green Metropolitan Region” centres on the nature parks as an important resource of the region. The project emphasizes their function as an element that combines and reconciles different land-use requirements (agriculture, ecology and the economy). Creating linkages between and raising the profile of the nature parks is designed to support the upgrading and interlinking of this resource, which is so important to the Nuremberg Metropolitan Region. Thematically and spatially varied project partnerships have an especially important role to play in this context.

Organization and project orientation

Large-scale communities of responsibility present themselves as legitimized and organized catalysts, service providers and a platform for various innovative projects and project partnerships.

Accordingly, the organizational structure of large-scale partnerships is project-oriented and flexible, based on an institutional framework

The findings of the MORO project prove that consistently focusing collaborative schemes on implementation-oriented project activities (and an organization that is shaped accordingly) is a crucial condition of success. This project orientation, which was emphasized during the expression of interest procedure and retained over the lifetime of the project:

- ▶ reduced the need for long theoretical debates, which tend to deter private sector players;
- ▶ opened up opportunities for all partners to participate;
- ▶ made the aims and aspirations of the parties involved transparent;
- ▶ above all, made it possible to identify success and failure at an early stage and thus also to demonstrate the concrete benefits of collaboration.

This is not the end of the discussion on the theoretical foundations of the collaborative schemes, which is necessary if large-scale communities of responsibility are to be placed on a permanent basis. However, it is likely that this will be easier on the basis of practical experience and initial success stories.

The institutional structure of the pilot regions varies greatly. It ranges from

- ▶ a strong and autonomous structure of bodies (European Metropolitan Region of Nuremberg, Stuttgart Metropolitan Region),
- ▶ through an “umbrella organization” for a cooperation area with sub-regions that are, on the one hand, already internally institutionally organized, and on the other hand

additionally integrated (Northern Germany – Hamburg Metropolitan Region, Central Germany Metropolitan Region),

- ▶ to a very “lean” organizational structure that relies institutionally on the federal state authorities with lead responsibility (North East).

Irrespective of the multiplicity of organizational solutions, all pilot regions faced the following challenge:

- ▶ they had to develop organizational solutions for collaboration in a new regional scenario
- ▶ while integrating different sub-regions and existing collaborative schemes with different forms of organization and
- ▶ given the focus on the “growth and innovation” objective, also involving the private sector.

The organizational arrangements were always based on tried-and-tested principles of collaboration across local authority and regional boundaries. In other words, on

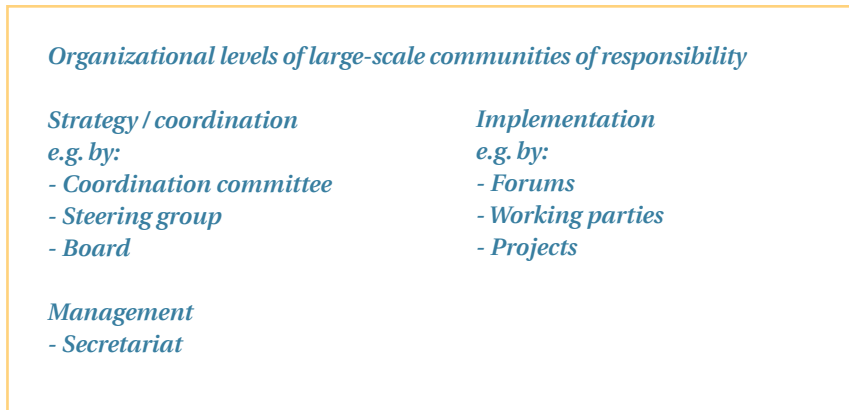
- ▶ voluntary participation of all the parties involved,
- ▶ equal rights,
- ▶ the principle of consensus and
- ▶ funding contributions based on partnership.

It must also be emphasized that the aforementioned focus of all pilot regions on concrete project work is also of great institutional significance. For the incorporation of the sub-regions, this is just as important as participation in the overarching organizational structure, which in many cases sees itself as a

platform, catalyst and service provider for project partnerships (with different regional scenarios).

Nevertheless, with regard to the desire (in all pilot regions) to place communities of responsibility on a permanent basis, we assume that – as is the case in all collaborative schemes that cross regional and local authority boundaries – an institutionalization of cooperation is indispensable. Even a “self-governing organization” cannot do without structures, especially if it has to deal with a large number of widely differing players in very large areas. The “Northern Germany Large-Scale Community of Responsibility” devoted a separate project to the issue of the suitable organizational structures of cooperation.

Given their strategic objectives, large-scale communities of responsibility are long-term, voluntary collaborative schemes between public and private sector partners. These partners act autonomously and on their own responsibility. Ultimately, this cannot work unless the community of responsibility is in a position to follow specific objectives in a formally defined work structure in a spatially delimited area (which, as mentioned, can vary at the operational level in accordance with the principle of “variable geometry”, depending on the terms of reference or project). Viewed this way, the partnership requires “binding” elements in the form of an institutional background/framework that can be fleshed out in line with the requirements. At least in this point, certain constraints are imposed on the flexibility that is a basic feature of a large-scale community of responsibility. With regard to the ability of a large-scale



community of responsibility to act and operate, this applies first and foremost to the leadership and decision-making level, which is absolutely essential. On the other hand, the working level, at which projects and other limited-period tasks are performed, can be fleshed out to meet requirements and in an appropriately flexible manner.

In this context, examples of good practice are the organizational forms developed in the „Northern Germany – Hamburg Metropolitan Region Large-Scale Partnership”, “European Metropolitan Region of Nuremberg” and “Central Germany Metropolitan Region” pilot projects, which have

- ▶ a steering committee or a board/ coordination committee as management entities at the strategic level and
- ▶ forums or projects/project working groups at the operational level.

Against this background, and on the basis of the lessons learned from the pilot projects, the organizational structure of a large-scale community of responsibility is characterized by the following features:

- ▶ the community of responsibility is organized on at least two levels – a strategic and an operational/project-oriented level;
- ▶ given the long-term and complex approach of a community of responsibility, a hierarchical structure of the levels is advisable to ensure clear and binding responsibilities and decision-making structures;
- ▶ process administration or process management should be ensured at an early stage in the development

of a partnership, for instance by means of a secretariat;

- ▶ the partnership must be incorporated into policymaking processes;
- ▶ all partners participate on equal terms and are involved in the project activities.

Practical examples of “organization and project orientation”

Northern Germany – Hamburg Metropolitan Region Large-Scale Partnership (MORO North)

The “Northern Germany – Hamburg Metropolitan Region Large-Scale Partnership” is committed to a high degree of project diversity, not least in order to ensure that the partnership is firmly rooted in the regions on as broad a base as possible. Responsibility for the stand-alone projects is decentralized. A “steering committee”, comprising representatives of industry, the regions

and the three participating federal state governments, is responsible for overall coordination, political legitimation and the transfer of experience. Among other things, it ensures that existing networks are also taken into account in the partnership. One distinctive feature is that the members of the steering committee also assume “project sponsorships” in order to support and promote the efforts to root the projects in the partnership.

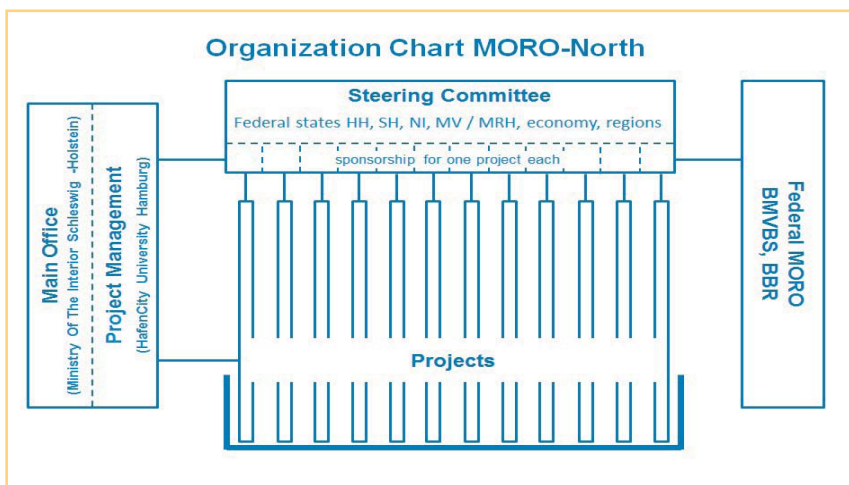


Figure 4: MORO North organization chart

Tried-and-tested principles of cooperation

- *Equal rights, partners on an equal footing*
- *Voluntariness*
- *Principle of consensus*
- *Funding contributions based on partnership*

“Central Germany Metropolitan Region”

The development of a suitable organizational model was one of the projects of the Central Germany Metropolitan Region. The preference is for the establishment of an association. Accordingly, the central coordinating body will be the Council of the Metropolitan Region (comparable to the general meeting in an association).

The Council will assume the political leadership and overall responsibility for the metropolitan region. Here, the city-regions will come together “on an equal footing”, even though the number of representatives entitled to vote will be based on the

number of higher-order centres located in the individual city-regions. The Free State of Saxony, the State of Saxony-Anhalt and the Free State of Thuringia will each send one representative, who will not be entitled to vote and will have an advisory function, to the Council of the Metropolitan Region. Decisions by the Council will require a qualified majority in the case of strategic decisions and amendments to the statutes and a simple majority in the case of all other decisions. A qualified majority will require both the majority of members’ votes and the majority of the population represented (double majority). The board will be entrusted with the ma-

agement of the association. Its members will be elected from among the members of the Council of the Metropolitan Region in accordance with the proposal developed.

A steering committee will coordinate the operational business of the Central Germany Metropolitan Region and advise the Council of the Metropolitan Region. Each city-region will send representatives entitled to vote to the steering committee, corresponding to the number of their higher-order centres. In addition, the chairs of the working groups are also to belong to the steering committee as members entitled to vote.

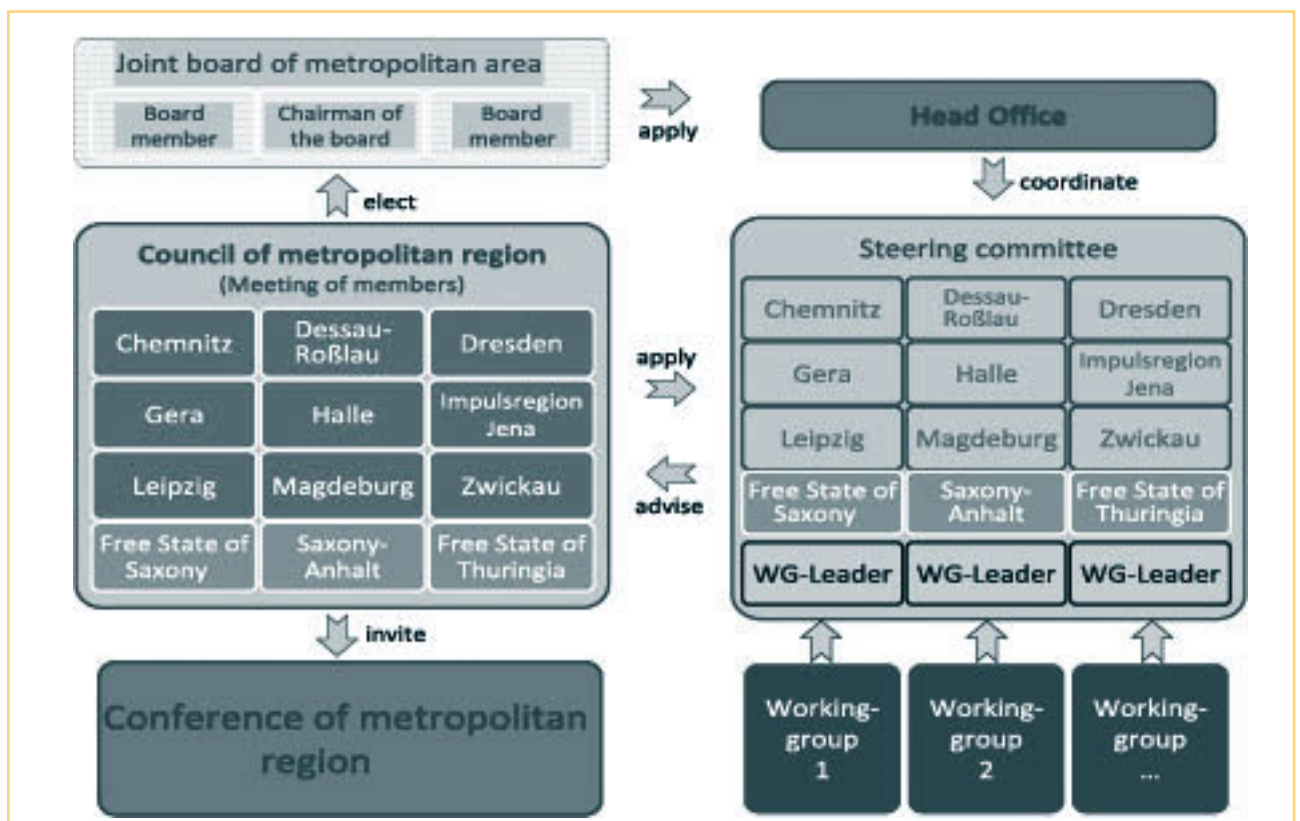


Figure 5: Organization chart of the Central Germany Metropolitan Region

Motives, functions and contributions of the sub-regions

“Thus, in the competition for skilled workers, the qualitative locational factors of a region are becoming increasingly important. They are manifested, for instance, in a diverse range of cultural facilities, an attractive natural landscape and a wide choice of regional products and specialities – in short, quality of life.”

Extract from the final report of the European Metropolitan Region of Nuremberg on MORO “Supraregional Partnerships”, p. 34

Large-scale communities of responsibility are partnerships between urban (metropolitan) and rural regions that are designed to overcome the traditional urban-rural divide by means of collaboration. As a rule, however, a community of responsibility is not created out of “responsibility” for the region as a whole or for its neighbours, but in the expectation that a sub-region will be better able to pursue its own interests.

It is always a question of the likely benefits to people’s own sub-region, in other words acquiring additional scope for development or at least avoiding the disadvantages resulting from an isolated location between cooperation areas with strong economic activity.

Large-scale communities of responsibility are based on a functional division of labour between sub-regions. This division of labour assumes concrete form in complementary competencies, which may result, for instance, in concentrations or sectoral clustering.

In this respect, the functions that the sub-regions “provide” to the region as a whole are not, in themselves, very revealing. A far more crucial question is: What competencies of the sub-regions complement one another? The answer to this question differs greatly, depending on the issues and projects involved. Abstract allocations of functions, for instance by federal state planning, are thus not desired, not necessary and ultimately not helpful. What is needed is an impetus, for instance in the form of an analysis of the sub-regions, their capabilities and also their shortcomings. The next steps for concentrating potential can then be derived from this.

Recognizing this link, almost all the pilot regions have attached great importance to an analysis of the potential in the respective action areas.

Endogenous potential

The contributions made by the sub-regions for growth and innovation can be very different. Here, the issue of “endogenous potential” assumes new significance.

The discussion surrounding the use of endogenous potential has so far predominantly focused on using the potential inherent in the region as a “substitute” for transfer payments. In the context of the large-scale community of responsibility, this term assumes a totally new dimension. Here, too, it is a question not of subsidizing the sub-regions by transfer payments but of improving their productivity by means of an optimized deployment of their potential. But they are explicitly not left to their own devices. Rather, their endogenous potential is their “dowry” for joint action with other sub-regions. This potential now has to be assessed in a targeted manner to identify possible synergies with the potential in other sub-regions.

Potential suitable for this purpose:

- ▶ must not be deployable just for a very narrow and specific need of the sub-region, for instance a limited amount of biomass for the sub-region’s own energy generation or crafts enterprises that meet local needs and do not require components suppliers,
- ▶ must, when combined with other potential, promise to strengthen

regional wealth creation;

- ▶ must offer the starting points for the creation of an “innovative milieu” in which many regional players become involved and are willing to interlink their actions and learn collectively.

This gives regional creativity great scope.

Stock-taking and transparency

However, the comments provided by the pilot projects also make it very clear that the parties involved also have to establish transparency about the nature of the different kinds of potential (including the unique selling propositions), how intensively they are already incorporated into the existing interrelationships, for instance into those between businesses within the large-scale community of responsibility, and how they can be intensified for the benefit of both sides. The same applies the other way round to undesirable developments and requirements for action that are identified.

It is thus a matter of:

- a) being more successful in both “global” and „regional“ place competition;
- b) making better use of and strengthening/developing existing local resources;
- c) actively offering these resources for regional use, on the assumption that this will also have a positive impact on one’s own position in place competition.

Large-scale communities of responsibility are based on a functional division of labour between sub-regions. This division of labour assumes concrete form in complementary competencies, which may result, for instance, in concentrations or sectoral clustering.

This is an ambitious approach, not least because it has to be sustained by the players “on the ground“ and requires appropriate support from the regions. To this end, players/sub-regions have to be enabled to perform these functions, for instance by:

- ▶ systematic surveys of potential, requirements and the type and nature of the existing functional interdependencies;
- ▶ joint learning processes and an institutionalization of collaborative relations that are likely to encourage joint, coordinated action;
- ▶ collaborative and interrelationship strategies at different of levels of action – especially ones that can be based on a concurrence of functional interdependencies and player-driven linkages.

Practical examples

Taking a stand – rural areas in supraregional partnerships

What functions can rural areas perform in a large-scale community of responsibility? How is it possible to do justice to the special qualities and requirements of rural areas without reducing them to a role where they merely provide natural resources and attractive tourist destinations for metropolitan regions? From the perspective of the players, what opportunities and starting points do rural areas present in a large-scale partnership, especially in cooperation with a metropolitan region?

The “Northern Germany – Hamburg Metropolitan Region” (MORO North) pilot project addressed these questions

as part of a project study entitled „Taking a stand – rural areas in supraregional partnerships“.

The identification of key action areas – especially ones that will be significant in the future – in cooperation between core regions and rural areas in a collaborative partnership was preceded by extensive stock-taking exercises, surveys and assessments. The latter always involved feedback from the players in rural areas.

The outcome was that the issues of “energy”, “tourism” and “health” were identified as the “strategic collaboration fields” that will be of relevance for exploiting opportunities and avoiding risks in the years ahead. At the same

time, they are the fields that are suitable for being developed in collaborative projects, because it is here that there are the greatest overlaps of interest between cities/metropolitan regions and rural areas. A further step involved concretizing action areas and objectives for future cooperation around the strategic collaboration fields. These included the following action areas: “natural resources”, “industry”, “science and research”, “labour market” and “education”. The combination of action frameworks and objectives will ultimately produce the action framework that in turn will form the basis for identifying the suitable collaboration partners with similar objectives within the large-scale community of responsibility.

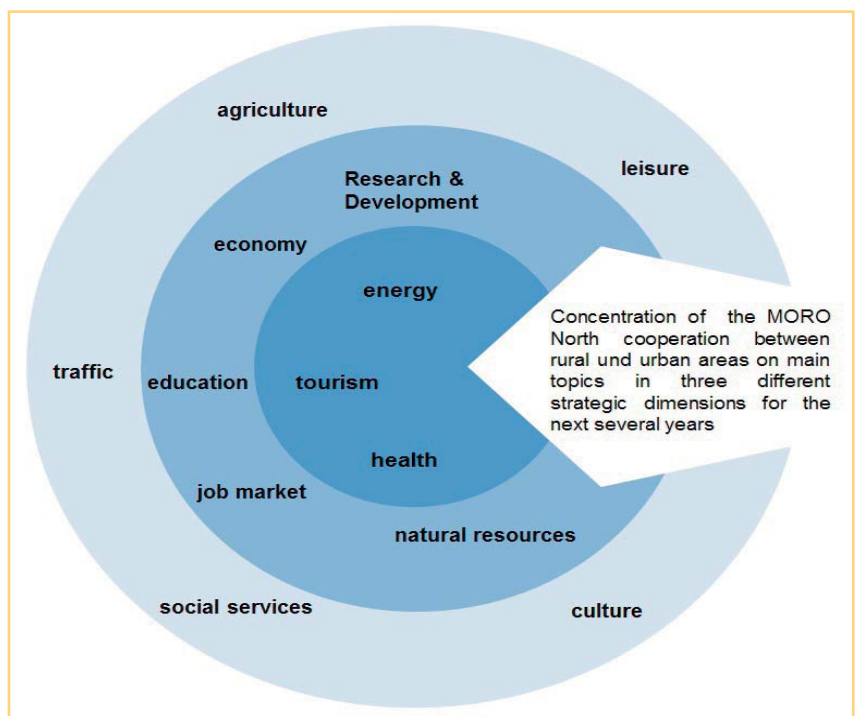


Figure 6: Core and peripheral areas of the strategic urban-rural collaboration fields in the “MORO North region” in the years ahead

It is not a question of subsidizing sub-regions of a large-scale community of responsibility by transfer payments. It is a question of improving their productivity by means of an optimized deployment of their potential.



Figure 7: Guidelines on family-friendliness in the Central Germany Metropolitan Region

being successful in this competition. Nevertheless they state: “Metropolitan regions themselves are responsible for developing, showcasing and advertising the locational factors that not only attract investors but also are good reasons for employees to work and live there.” There can be no question that these include a family-friendly and attractive living environment.

Economic dynamism and the demand for skilled workers at a time of labour market turbulence. Problems and prospects of the Central Germany Metropolitan Region

Interest in the economic development of a region and such a fundamental question as to how the manpower infrastructure of a region and access to a skilled labour pool can be ensured link the players in all sub-regions within a large-scale community of responsibility. Trained engineers and skilled workers, dedicated managers and administrative staff are regarded as key success factors for the development of a region. So what can and must be done to ensure that the Central Germany Metropolitan Region does not get left behind in the competition for skilled labour? This question was addressed in a study conducted as

part of the component project entitled “Family-Friendly Metropolitan Region”. Although the impact of demographic change will not be fully felt for a few years, most experts and many entrepreneurs already regard the shortage of skilled labour as a serious problem that needs to be solved at an early stage. Because the out-migration of workers in certain age groups and with certain skills, inappropriate skills among job seekers and the encouragingly strong demand for skilled labour resulting from the economic upswing are already leading to bottlenecks, especially among engineers and skilled workers. All experts and entrepreneurs assume that there will be a significant deterioration in the conditions of recruitment over the years ahead. The war for talent will intensify. However, even in these circumstances, the authors of the study believe there are good opportunities for

Action areas and players in large-scale communities of responsibility

Growth and innovation can only be shaped by joining forces with the players from industry and academia.

Basically, any action area can be considered in which a complementarity of interests can be established. In this respect, large-scale communities of responsibility are no different from other forms of collaboration across regional and local authority boundaries. In keeping with the principle of variable geometry, however, it has to be accepted that some action areas and projects often only involve (different) sub-regions of the partnership.

Nevertheless, the following action areas are given special emphasis under the two guiding objectives of MORO (“growth and innovation” and “collaboration between metropolitan and rural areas”):

- ▶ regional business cycles,
- ▶ formation of cluster initiatives in various sectors;
- ▶ industry-academia cooperation (technology transfer),
- ▶ collaborative training ventures, inter alia to secure a skilled labour pool,
- ▶ instruments for reconciling interests;
- ▶ transport as basic infrastructure.

Involving the sub-regions and private sector players

Large-scale communities of responsibility derive their legitimation from the willingness of sub-regions to participate. Thus, the first prerequisite for success is that the players from all sub-regions are appropriately represented in the decision-making and project structures.

Large-scale communities of responsibility that are designed to generate

growth and innovation through concrete projects are not collaborative schemes between authorities, nor are they exclusively a matter of regional and sub-regional planning. The (project-related) engagement of private sector players is thus just as imperative as that of the appropriate departments of the public authorities involved.

A high level of commitment by industry is instrumental in ensuring the success of collaboration. At the same time, the public sector’s steering function remains unchallenged.

Given that large-scale communities of responsibility are not, as a rule, politically institutionalized, it is just as imperative that the (political) leaders of sub-regional authorities be involved in the process of collaboration. In this way, results/recommendations that have been achieved or agreed at the project level will receive robust political support.

On the other hand, community participation, in the comprehensive sense of regional governance, would probably be beyond the capabilities of this form of collaboration and was not undertaken in the pilot regions. Against this background, it can be assumed that large-scale communities of responsibility are characterized by three main groups of player. The extent of their willingness to get involved varies depending on their roles, aims and expectations and is also influenced by the objectives and projects pursued by the large-scale community of responsibility.

- ▶ The first group comprises the representatives of public institutions. They are the initiators of large-scale com-

munities of responsibility, and it is mostly the representatives of public institutions who perform management and steering functions while at the same time acting as promoters.

- ▶ The second group of players comprises the political players, without whose participation the political legitimation of the partnership, which is imperative, cannot be established.
- ▶ Private sector players, i.e. the representatives of civil society and industry, constitute the third group.

The industry players, in particular, have to base their decisions/involvement primarily on their own commercial benefit. Despite this, or perhaps because of it, it can be assumed that industry players, especially businesses,

- ▶ that are firmly rooted in a region (historically and/or in terms of investment),
- ▶ that are dependent on the image and infrastructure assets of the region or
- ▶ whose orientation goes beyond the region and is in any case focused on collaboration,

are normally very keen to be involved in issues of regional policy and to be able to articulate and contribute interests at this level.

Practical examples

The HUB 53/12 logistics net

The HUB 53/12 project, developed in the pilot project entitled “Collaboration and Linkages in the North East”, offers a good example of how regional development interests can be combined

Private sector players, especially those from industry, are more likely to get involved in projects and focus on cost-benefit aspects. The assumption of management and steering functions and the role of promoter remains the prerogative of the representatives of public institutions.

What is crucial, however, is that industry players must be given concrete opportunities to participate in decision-making processes and projects and must not be “exhausted” by abstract discussions.

It should not be forgotten that industry players (have to) base their decisions/involvement primarily on their own commercial benefit.

with those of specialized private sector players, in this case from the ports and logistics sectors. In this way, the objectives of local authority and private sector players complement one another in the endeavour,

- ▶ to raise the profile of the region as a centre for logistics and as a location for product processing across federal state boundaries and market it jointly,
- ▶ to safeguard the railway infrastructure for (freight) transport in the region or re-open it,
- ▶ to encourage companies whose products are particularly suited to rail to locate in the region, thereby attracting new jobs to the region and
- ▶ to strengthen administrative cooperation between cities with a view to developing joint strategies and using synergies.

of Nuremberg’s vision of “A Home for Creative Professionals”

With its vision of a “A Home for Creative Professionals“, the European Metropolitan Region of Nuremberg, together with the businesses located there, is involved in the competition to attract skilled workers. In this context, the chambers of commerce also act as important “regionalists”. “Our umbrella brand for eleven cities and 22 districts is called the “Metropolitan Region of Nuremberg”, and it is designed to make us more visible and attractive in the global competition to attract business, especially with regard to the forthcoming shortage of skilled labour. As representatives of the business community, we must make intensive use of all the opportunities inherent in this brand.” This is how Dirk von Vopelius, President of the Nuremberg Chamber of Industry and Commerce for Central Franconia, describes the interests and objectives of the businesses participating in this project. Members of the network, which is managed by the marketing association of the Nuremberg Metropolitan Region, include not only the aforementioned cities and districts, but also five chambers of industry and commerce, more than one hundred businesses and individuals. Their common objective is a forward-looking marketing strategy for the metropolitan region. This includes, among other things, corporate

design to give the European Metropolitan Region of Nuremberg a uniform image to the outside world. A manual provides information on how letters, visiting cards, presentations, brochures, roll-ups, flyers, adverts et al. can be designed so as to ensure that the region is perceived as a self-contained economic region. Promotion of networks and clusters in the European Metropolitan Region of Stuttgart

For the European Metropolitan Region of Stuttgart, too, the development of networks and clusters are also major instruments for the promotion of innovation and the establishment of large-scale communities of responsibility. This will not work unless a circle of players that is as broadly-based as possible can be addressed both at the personal level and through an exchange of professional ideas and experience. Such “exchange processes”, especially those that are supposed to result in permanent cooperation and linkages between the players, rarely come into being spontaneously. Thus, within the framework of the pilot project, the players were brought together through surveys conducted by the secretariat, institutionalized meetings and joint events in the following key areas: “photonics”, “virtual engineering”, “design” and „logistics“. In this way, a basis for the creation of networks and partnerships was created. These are being further consolidated and progressively expanded through initiatives, for instance through joint external marketing. One example of this is the “Design Region Stuttgart“ cluster initiative, which is to be more closely interlinked with the Northern Black Forest and Eastern Alb design centres. To this end, there are plans, for instance, to stage joint events or launch a publication.

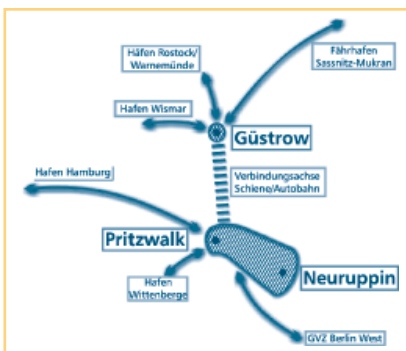


Figure 8: The Güstrow – Prignitz – Ruppin logistics network

The project is part and, at the same time, the focal point of a range of further initiatives that are sustained by public and private sector engagement.



Figure 9: Cultural and creative industries in the Nuremberg Metropolitan Region

The European Metropolitan Region

Impressions from the Closing Event

MORO “Supraregional Partnerships – Innovative Projects on City-Region Collaboration, Linkage and Common Large-Scale Responsibility” – Closing Event

at Hamburg Chamber of Commerce

on 17 June 2010

After running for two and half years, the „Supraregional Partnerships“ pilot project reached its official conclusion with the closing event in Hamburg on 17 June 2010. Both days were used to present and discuss outcomes and lessons learned from the pilot projects in a dialogue between those involved in the projects and other interested par-

ties. The presentations and panels, the exhibition mounted from contributions by the pilot projects, and last but not least the reception for the participants hosted by Senator Anja Hajduk, Minister of Urban Development and the Environment of the Free and Hanseatic City of Hamburg at the end of the first day of the event, presented numerous

and diverse opportunities for this dialogue.

In his welcome address, the Minister-President of Schleswig-Holstein, Peter Harry Carstensen, paid tribute to what had been achieved. He pointed out that “within a project lifetime that was short for this ambitious task ... a major impetus was provided to supraregional coo-



Figure 10: Impressions from the closing event on 17 June 2010

(Photo top left: plenary session; photo top right: Dr Dirk Ahner, European Commission; lower photo: podium discussion (from left to right): Wilfried Franke, Director, Lake Constance-Upper Swabia Regional Association, European Cross-Border Area of Lake Constance; Petra Hintze, Chief Executive, Neubrandenburg Chamber of Industry and Commerce, Collaboration and Linkages in the North East; Peter Steen, State Chancellery of the State of Mecklenburg-Western Pomerania, Northern Germany – Hamburg Metropolitan Region Large-Scale Partnership; Manfred Sinz, Head of the Spatial Planning Group at the Federal Ministry of Transport, Building and Urban Development; Stephanie Fleischmann, Wirtschaftsförderung Region Stuttgart GmbH, Stuttgart Metropolitan Region; Dr Ulrich Maly, Chairman of the Council of the European Metropolitan Region of Nuremberg and Mayor of the City of Nuremberg, European Metropolitan Region of Nuremberg; Kathrin Schneider, Berlin-Brandenburg Joint Regional Planning Directorate, Collaboration and Linkages in the North East; Katja Hessel, State Secretary at the Bavarian State Ministry of Economics, Infrastructure, Transport and Technology, European Metropolitan Region of Nuremberg; Reinhard Wölpert, Leipzig Urban Planning Department, Central Germany Metropolitan Region; Jeannette Wopperer, Regional Director, Stuttgart Regional Association, Stuttgart Metropolitan Region

peration between metropolitan regions and rural areas". In his welcome address, the Mayor of Hamburg, Ole von Beust, focused on the fundamental importance of properly functioning partnerships. Thus, especially in times of crisis, cooperative structures that have evolved over long periods of time provide stability and make it possible to jointly head in a new direction. In this context, dialogue with rural areas and regions is especially valuable, because it enables us to correctly appraise and develop our own potential for development." It is thus all the more important – as Director-General Oda Scheibelhuber from the Federal Ministry of Transport, Building and Urban Development stated in her introductory address – that the issue of urban-rural cooperation become an integral component of spatial development strategies. Especially because, in addition to the dynamic expansion of rural suburban zones, other changed economic and social environments call for innovative and integrated approaches at national and regional level. To this end, we need – and this has been successfully trialled in the pilot project – appropriate organizational structures, in keeping with the guiding principle of "as much collaboration as possible, as little institutionalization as necessary." In his speech, Dr Arne Wulff, Head of the State Chancellery of the State of Schleswig-Holstein, picked up on this point. He pointed out that supraregional partnerships were designed to create not artificial regions with a bureaucratic substructure, but frameworks, for instance in the form of networks. These are to make it possible for players from a wide range of levels and sectors to successfully cooperate in concrete projects. Nevertheless, Dr Wulff went on to say,

this in no way means that we should dispense with concrete targets, so that we can demonstrate what added value it was possible to achieve.

In his contribution, Dr Dirk Ahner, Director-General of the EU's Regional Policy Directorate-General, highlighted the great interest shown at European level in cooperative regional development and pilot projects such as the supraregional partnerships. Even though the concept of the region in European regional policy is fundamentally different from the concept that is usual at the national level, there are still common features and bases for action. These include adherence to the principle of subsidiarity and the realization that any kind of co-operation requires time and a political mandate.

The subsequent panels focused on the issues of "governance and players of a large-scale community of responsibility in provision for the future" and "strategies and projects for growth and innovation in metropolitan and rural areas".

In his introductory statement, Dr Ulrich Maly, Mayor of the City of Nuremberg and Chairman of the Council of the European Metropolitan Region of Nuremberg, picked up on what Dr Ahner had said and reported that within the Nuremberg Metropolitan Region, clear cooperative structures had already been created before the "Supraregional Partnership" pilot project. The "Bad Windsheim Declaration" defines the common fields of activity and, more importantly, the rules and principles of cooperation. This declaration is the basis of the trust shown by the players in the Nuremberg

Metropolitan Region in "their" collaboration. Not least for this reason, similar initiatives, including some in the "Supraregional Partnerships" pilot project, like to draw on the declaration as an "example of good practice" and as a template. Of similarly fundamental importance to the governance of a "supraregional partnership" and its success – and this is something the members of the first panel agreed on – is that the development of the collaboration, in other words its objectives and what is expected of it, must be described as realistically as possible right from the outset. Failure to do this will mean that the inevitable question as to success will always also be a question as to the sense.

The second panel kicked off with an open discussion in which the panel members had an opportunity to reflect once again on the seminal projects and strategies of "their" pilot projects. These included, for instance from the perspective of the State of Mecklenburg-Western Pomerania, the project entitled "Building Bridges – the Fehmarnbelt fixed link development corridor", because it laid the foundation for closer cooperation between Mecklenburg-Western Pomerania and the Hamburg Metropolitan Region. The representative of the Central Germany Metropolitan Region stated that MORO had provided the impetus for the creation of new structures. The Stuttgart Metropolitan Region also emphasized the sustainability of the structures that have been created. Thus, the players involved in the seven MORO pilot projects assume that the partnerships will continue to develop and become consolidated beyond the funding period.

Looking ahead

What are the next steps?

The MORO project has succeeded in overcoming the urban-rural divide as well as the divide between rural areas and metropolitan regions. MORO has thus promoted a new partnership in regional development policy. The crucial factor was that all sub-regions were able to contribute their interests to the collaborative activities in a transparent manner and on equal terms. A major success factor was also the clear implementation and project orientation, which ensured the active participation of all partners from the outset and illustrated the benefits of collaboration at an early stage. Thus, even before the end of the project lifetime, projects were developed in all pilot regions which contribute to growth and innovation and would otherwise

scarcely have been feasible.

To ensure the success of this strategic approach, it is now crucial that the collaborative schemes and project partnerships that have been launched be placed on a permanent basis and that their approaches that are transferable be adopted by further sub-regions. Only by placing this strategy on a permanent basis will it ultimately be possible to make a robust prediction on its long-term viability. It is thus extremely important that all pilot regions have taken the necessary steps to continue the collaborative schemes that have been started and to continue to cooperatively implement the projects launched in MORO.

However, it also became apparent that the difficult process of setting the stage for the establishment of these collabo-

rative schemes and for placing them on a permanent basis is to a high degree stimulated by an exchange of know-how between the regions. Thus, in the new pilot project entitled “Urban-Rural Partnerships: large-scale – innovative – diverse”, the Federal Ministry of Transport, Building and Urban Development will continue to trial and intensify the strategic approach of the large-scale community of responsibility in a very project-focused manner and to fund appropriate pilot projects. Both the current pilot regions and further regions with large-scale collaborative approaches have been included in the restricted tender. The projects will be selected in the early summer of 2011, and the lifetime of this pilot project will then run to 2013.

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